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ABSTRACT

The major provisions of the Vocational Education Amendments of 1968 are explained. Following discussion of the rationale of the legislation and of the extent and basis of allocation of state grants, separate sections of the document deal with: (1) exemplary programs, (2) residential projects, (3) consumer and homemaking education, (4) cooperative vocational education, (5) work-study programs, (6) curriculum development, and (7) training and development opportunities for vocational educators. (JK)

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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The Vocational Education Amendments of 1968

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

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Introduced into American enterprise less than a score of years ago, the computer already is in its third generation and has spawned a great new industry.

Although the world of business has just become used to the versatile dry-copier, it already is in common use in the Nation's offices and is finding its way into many homes.

Color TV is everywhere, but was a near-miracle only a dozen years ago.

Cryogenics, the new science of freezing, is making possible startling new industrial developments. Through oceanography, industry has begun to mine the seas. The laser beam, once considered an instrument of destruction, has found important uses in surgery and industry.

Everyone is affected by the accelerating pace of scientific and industrial change. A whole new array of occupations has been created, rapidly outmoding many of yesterday's skills and techniques. In the years ahead, millions of us will be required to relearn our jobs as the skills required become more sophisticated.

Earlier fears of mass unemployment because of automation and other new technology have proved unwarranted. Millions of new jobs requiring higher levels of skills have been created. At the same time, however, many unskilled jobs once available to untrained high school graduates, school dropouts, the disadvantaged, and the handicapped have been wiped away.

The untrained, the unskilled, and the undereducated are today's unemployed, underemployed, and poorly paid. The unemployment rate among these groups in November of 1968 was at a near depression level of 15 percent, although the overall unemployment rate, 3.3 percent, was the lowest since the end of World War II.

the service occupations

Modern technology is causing great shifts from production to service jobs because of the higher living standards it has made possible. There is an almost insatiable demand for business and personal services—from data processing to beauty treatments. The demand for skilled workers in the services far exceeds the supply.

The American Dental Association, during the spring of 1969, estimated that there was a shortage of 94,000 technicians and 15,000 assistants. Skilled technicians earn up to $800 per month, and more, in dental offices and laboratories where they fabricate dental materials and repair and build dental bridges and dentures according to dentists' specifications. The American Dental Association is working with the Office of Education, U.S. Department of Health, Education, and Welfare, to recruit high school graduates and dropouts for on-the-job and post high school occupational training.

There are severe shortages of technicians and assistants throughout the health and service occupations. Manifold openings for trained automobile mechanics, TV technicians, airplane service technicians and mechanics, computer programmers and other data processing personnel exist side by side with today's unemployment and underemployment. Occupational education and training are essential to bring together today's skilled jobs and jobseekers.

While millions of youth go on to college to equip themselves for business and professional careers, fewer than 20 percent currently graduate from 4-year colleges. Millions must find meaningful employment through occupational education, and, in so doing, will meet the growing skilled manpower needs of America's expanding economy.

The tools for the achievement of this goal have been made available by Congress in the Vocational Education Amendments of 1968. The amended act has tremendous and exciting implications for vocational education and for the allocation of America's educational resources.

moving ahead

National responsibility for occupational education was recognized as far back as 1917 when the Smith-Hughes Vocational Education Act was passed.

Some 30 years later, in 1946, Congress passed the George-Barden Act, which stressed occupational education for industrial employment.

The Vocational Education Act of 1963 gave emphasis to occupational education at the secondary and postsecondary level.

Spurred by this act, occupational education has expanded far more rapidly than higher education. Enrollment in vocational education increased from 4.5 million in 1964 to more than 8 million in 1968, and it is estimated that some 14 million Americans of high school age or older will be enrolled in occupational education by 1975.

new commitment

The need and demand for occupational education is far outpacing its availability despite recent expansion. Estimates indicate that some 17 million Americans now need vocational education and training, in addition to the 9 million already enrolled.

The Vocational Education Amendments of 1968 represent a major national commitment. The act's statement of purpose declares that it shall be national policy to provide all persons with "ready access to vocational training or retraining which is of high quality, which is realistic in light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training."

This new commitment gives added weight to the Employment Act of 1946 which committed America to policies of maximum employment. It opens new opportunities for those displaced by technological change, youths seeking relevance in education below the 4-year degree level, and for the handicapped and disadvantaged.

planning and operation

The 1968 Vocational Education Amendments authorize Federal grants to the States to help them maintain, extend, and improve existing vocational education programs and to develop new programs. Specifically included are persons of all ages, those preparing to enter the labor market, and those who have already entered the market.

The act as amended provides for the creation of a National Advisory Council on Vocational Education made up of representatives of labor and management, of new occupational fields, and of the general public. Individuals familiar with manpower, vocational education, the education and training of the handicapped, and with postsecondary and adult vocational education, as well as parents and students must be included in the 21-member council named by the President.

The National Council has important planning responsibilities. It advises the Commissioner of Education, who is responsible for the program's administration. It reviews and evaluates programs and makes annual reports of its findings.

Each State seeking funds provided under the act must submit a State plan covering its annual program and its long term goals. The State plan must allocate funds in a manner consistent with the purposes of the law, establish minimum teaching standards, and meet other specified requirements.

The State board for vocational education is responsible for administering the State plan, but this plan must be prepared in consultation with a State advisory council. The State advisory councils are similar in composition to the National Advisory Council.

Each State council advises its State board on program development and policy. It advises and assists in the development of annual and long range programs. It is responsible for State evaluation of vocational education. Through its State board, it submits an annual evaluation report to the Commissioner of Education and the National Advisory Council.

state grant authorizations

Congress authorized appropriations of $565 million for fiscal year 1970, $675 million each for fiscal years 1971 and 1972, and $565 million for fiscal year 1973 and each successive year as permanent vocational education grants to the States. This assures permanence and continuity to the program.

Of the funds allocated to the States, 90 percent must be used for vocational education program operation. The remaining 10 percent pays for inservice and other vocational teacher training and for research.

Funds are allocated to the States according to specified ratios based upon per capita incomes and populations within given age groups. States are required to match their Federal allocation at least on a dollar-for-dollar basis. Fifteen percent of the total must be allocated for vocational education of the disadvantaged, 15 percent for postsecondary students (including dropouts), and 10 percent for the handicapped.

The amendments also authorize $40 million for fiscal year 1970 for special programs for the disadvantaged. No matching funds are required for this program.

Federal matching funds for State grant programs may be used for vocational education facilities, equipment, and such supportive services as educational guidance and instructional costs. Money is allocated by the States under their plans to local education agencies. Under the law, no local education agency making a "reasonable tax effort" may be denied funds because it is unable to pay the non-Federal share of the costs of new programs.

Vocational education research and training funding has been substantially revised by the Vocational Education Amendments of 1968. Of the 10 percent allocated for training and research, half is used by the States to meet three-fourths the costs of State research coordinating units and to meet 90 percent of the costs of research grants to institutions of higher education and other qualified nonprofit public and private agencies. The remaining funds are available to the Commissioner of Education for direct federally supported research and training projects. Special emphasis in research and training grants is given to programs designed to meet the special vocational needs of disadvantaged youth.

exemplary programs

Congress has created several new categories of special programs, including one entitled *Exemplary Programs and Projects*. Exemplary programs have as their purpose the reduction of youth unemployment by giving to vocational students the same kinds of preparation for jobs as 4-year degree bound youth receive.

Half of the appropriations for exemplary programs are allocated to the States which may provide grants to local education agencies, nonprofit private agencies, or profit organizations for model vocational education programs. The remaining half of the funds may be used by the Commissioner of Education to make grants to or enter into contracts with State boards of education, local education agencies, and public and nonprofit private agencies for similar purposes.

Federal funds may be used for projects that:

- Help disadvantaged youth through model vocational programs.
- Familiarize elementary and secondary pupils with the broad range of occupations that require special skills.
- Provide educational experience through school year and summer work.
- Provide intensive occupational guidance and counseling during the last years of school and for initial job placement.
- Broaden or improve vocational education curriculums.
- Establish personnel exchanges between schools and other organizations relevant to exemplary programs, including industry and manpower agencies.
- Establish projects for young workers released from jobs on a part-time basis to increase their educational attainments.

Congress authorized an appropriation of $57.5 million for fiscal year 1970, and $75 million for each of fiscal years 1971 and 1972. The Federal Government pays the full costs of all approved projects.

residential projects

The Mahoning Valley Vocational School admits untrained youth who are educationally or economically disadvantaged, or who cannot get meaningful jobs despite high school diplomas. Some 2,000 youth have graduated from this residential vocational training center at the Athens (Ohio) Air Force base since the school was opened in 1964. More than 80 percent of the graduates hold jobs in industry.

The Mahoning Valley School is federally supported and State operated under provisions of the Manpower Development and Training Act, but is a prototype of residential vocational schools contemplated under the Vocational Education Amendments of 1968.

Three kinds of programs are authorized under this part of the act: Federally

operated demonstration vocational education schools; State operated residential schools; and debt service assistance for State residential schools and dormitories.

Federal demonstration schools will be for youth between 15 and 21. State operated schools may drop the entrance age by a year. Facilities will provide full-time vocational education for youth who can benefit significantly from away-from-home residential study. Urban areas with high concentrations of school dropouts and jobless youth will receive special consideration.

Congress authorized $30 million for Federal demonstration vocational schools in fiscal year 1970, $35 million for fiscal year 1971, and $35 million for fiscal year 1972. It authorized $15 million for State operated schools in fiscal year 1970, with the Federal Government paying up to 90 percent of costs.

Congress also authorized $10 million for fiscal year 1970 and each following year for debt service aid for vocational residential schools and dormitories. Grants for this purpose may be made to State boards, colleges, universities and, with State board approval, to local education agencies. Facilities receiving support must provide full-time residential vocational education to youth 14 to 21 years of age.

consumer and homemaking education

Consumer education has become a virtual necessity because of the multiplicity of products and services and the many pressures of our consumer-oriented society. Lacking such education, the disadvantaged in particular often fail to spend their money to their best advantage.

Consumer and homemaker education helps to insure stability for employment and upgrade the quality of family life. Recognizing its need, Congress has authorized a program of such education in the Vocational Education Amendments of 1968.

Congress authorized $25 million for fiscal year 1970, $35 million for fiscal year 1971, and $50 million for fiscal year 1972 to help meet the costs of the program. Programs must be carried out under State plans that:

- Encourage home economics programs to give greater consideration to social and cultural conditions.
- Prepare youths and adults to become effective homemakers.
- Instill healthy attitudes toward work and family life.
- Provide consumer education.
- Encourage preparation for professional leadership.
- Provide supportive services to insure quality in homemaking education.

The Federal Government pays half the cost of regular approved programs, and 90 percent of those seeking to improve home environments and upgrade family life in economically depressed areas. At least a third of available Federal money must be used in such areas or in areas of high unemployment.

cooperative vocational education

While cooperative vocational programs are not new, neither are they widespread. It is, however, widely recognized that cooperative programs create relevance in vocational education and have a high impact on youth motivation.

Congress approved a cooperative program to provide meaningful work experience in combination with relevant formal education to remove artificial barriers between work and education and to make instruction relevant to occupational needs.

Under cooperative arrangements, students of drafting, for example, would be employed as draftsman's helpers or other jobs having a direct relationship to drafting. Cooperative programs are defined by the law as those involving arrangements between schools and employers that permit planned and supervised alternation of study with relevant work that jointly contribute to the student's education and employability. Study and work may be structured through 1 day of attendance at school and 1 day on the job or other arrangements agreed upon and supervised by the school and the employer.

Federal money may be used to support and develop cooperative programs, to establish cooperative arrangements, to reimburse employers for added costs of on-the-job training, and for such support as inservice training of teacher coordinators, evaluation, and curriculum materials.

Nonprofit private schools with students whose educational needs are consistent with the purposes of the law are to be included in cooperative vocational education projects.

The Federal Government pays the full costs of this program. Congress authorized $35 million for fiscal year 1970, $50 million for fiscal year 1971, and $75 million for fiscal year 1972.

work-study programs

The Vocational Education Amendments of 1968 make possible a special work-study arrangement that permits students to work part-time in authorized jobs where they may earn money to enable them to continue their education. Under work-study, authorized jobs would not necessarily have anything to do with the vocation in which a student is being trained.

Under State plans, funds are allotted to local education agencies making application, with priority given to those serving substantial numbers of youth having dropped out of school or who are jobless. Youths between age 15 and 21 who are attending full-time vocational education classes, are in good classroom standing, and who need money to continue their education are eligible if school authorities feel that work will not impair their educational progress.

Eligible students may work no more than 15 hours weekly, and earn no more than $54 monthly or $350 during each academic year. However, a student attending a school beyond reasonable commuting distance may earn $60 monthly or $500 during the academic year.

The Federal Government pays 80 percent of the program costs under the Vocational Education Amendments of 1968. Congress authorized $35 million for fiscal year 1970.

curriculum development

Pointing out the need for relevance in vocational education, Congress authorized a program of Federal assistance for curriculum development for new and changing occupations. The program also calls for improvement of existing curriculum and dissemination of relevant curriculum materials.

Curriculum materials are developed and disseminated under grants and contracts between the Office of Education and universities, colleges, State boards of education, and other qualified public and nonprofit private agencies and institutions. Funds may be used to:

- Promote vocational curriculum development and its dissemination.
- Develop curriculum standards in all occupational fields.
- Coordinate State efforts in curriculum development, and to develop lists of available curriculum materials at the State level.
- Survey curriculum materials within the Department of Defense and other Federal agencies.
- Evaluate vocational-technical education curriculum materials.
- Train personnel for curriculum development.

Federal grants and contracts for curriculum development and dissemination cover their full costs. Congress authorized $10 million for fiscal year 1970.

training and development

In reshaping the Federal role in vocational education, Congress amended the Higher Education Act of 1965 to provide training and development opportunities for vocational educators. This provision is known as Part F.—Training and Development Programs for Vocational Educational Personnel—of the Education Professions Development Act.

Programs are intended to give experienced vocational educators an opportunity to undertake advanced full-time vocational education study for no more than 3 years; permit exchanges between vocational educators and relevant personnel in private and public employment; and to pay the costs of inservice teacher training and short term vocational education teacher training institutes.

Two basic programs are authorized for educator training and development, a leadership development awards program and a separate program of inservice education, institutes, and exchanges. The leadership development awards program provides stipends up to $75 weekly, plus dependency allowances to those who qualify for advanced study programs. It also provides a payment up to

$3,500 per academic year to the institution of higher education offering the advanced study.

Vocational educators may qualify for awards if they have bachelor's degrees, are employed or assured of employment in vocational education, are eligible for graduate study, and have at least 2 years of vocational education experience.

Institutions of higher education may participate in the program if they offer graduate training in vocational education and supporting programs and are approved by their State board of education.

Federal grants may also be made to State boards for cooperative arrangements between vocational schools and industry or other educational institutions for the training and retraining of experienced vocational educators. Grants may be used to sponsor exchanges among vocational educators and skilled technicians and supervisors employed in industry under arrangements that permit alternating teaching and relevant commercial or industrial experience. Grants may also be used for inservice training and for short term inservice or preservice training institutes.

Congress authorized $35 million in fiscal year 1970 for these leadership and development purposes. Federal grants pay the full program costs.

the fourth "r"

Relevance is becoming the watchword for modern education, and the Vocational Education Amendments of 1968 mark a long step in that direction. The amendments provide for the widest possible range of options to match student aptitudes and interests. The act constitutes an inclusive approach to education, recognizing that a modern democracy must teach all the children and that education must prepare students for occupational and educational attainment.

The law makes it possible for all young people to participate in vocational education, both the college-bound and the noncollege-bound. It encourages occupational orientation below the secondary school level. It gives special emphasis to the needs of the undereducated, the handicapped, the hard-to-teach, and the economically disadvantaged. It offers realistic support to postsecondary vocational education in recognition of modern society's pressing need for trained technicians and semiprofessionals. It encourages the cooperation of industry, labor, and education to meet the occupational needs of our complex economy.

The amended law creates significant flexibility so that State and local vocational educators may develop programs attuned to local and regional needs. It opens the door to new occupational training and education opportunities for adults seeking to upgrade their skills or to adjust to technological change.

In full operation, the Vocational Education Amendments of 1968 could offer new opportunity to more than 25 million persons annually. Congress, in enacting the amendments, more than doubled past authorizations. In so doing, it placed the Nation on a new course in vocational education.

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